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3	Deputy Attorney General California Department of Justice 1515 Clay Street, 20 th Floor		
4	P.O. Box 70550		
5	Oakland, CA 94612-0550 Telephone: (510) 622-2226		
6	Facsimile: (510) 622-2121		
7	Attorneys for Complainant		
8	BEFORE THE CALIFORNIA BOARD OF ACCOUNTANCY DEPARTMENT OF CONSUMER AFFAIRS		
10	STATE OF CAL	IFURNIA	
11	In the Matter of the Accusation Against:	Case No. AC-2005-35	
12	STANLEY WRISTEN DOWLING 552 Bean Creek Road, Space 54	DEFAULT DECISION AND ORDER	
13	Scotts Valley, CA 95066	[Government Code §11520]	
14	Certified Public Accountant Certificate No. CPA 15737,		
15. 16	Respondent.		
17	FINDINGS O	F FACT	
18	1. On or about May 12, 2006, Complain	nant Carol Sigmann, in her official capacity	
19	as the Executive Officer of the California Board of A	Accountancy, Department of Consumer	
20	Affairs, filed Accusation No. AC-2005-35 against S	tanley Wristen Dowling, Respondent, before	
21	the California Board of Accountancy.		
22	2. On or about October 31, 1970, the California Board of Accountancy (Board)		
23	issued Certified Public Accountant Certificate No. CPA 15737 to Respondent. The Certificate,		
24	now subject to renewal every two years (on May 1 of even-numbered years) pursuant to Code		
25	Section 5070.5, had been renewed, at some time on	or before March 1989 ¹ , in an active status	
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27	1. The Board's records were transferred to the DCA's centralized computer system in March 1989 and, as a result, the underlying documentation related to the license history is		
28	unavailable prior to that date.	manon related to the needse mistory is	

until its expiration on May 1, 1990. Since that date, the Board's records have reflected the status of the certificate as follows:

- A. Expired (and not valid for practice) from May 1, 1990 through June 4, 1990, then renewed in an "active" status from June 5, 1990 (upon receipt of declaration of compliance with continuing education requirements) through April 30, 1992.
- B. Renewed "active" during the three two-year renewal periods from May 1, 1992 through April 30, 1998.
- C. Expired from May 1, 1998 through June 7, 1998, then renewed in an "active" status from June 8, 1998 (upon receipt of declaration of compliance with continuing education requirements) through April 30, 2000.
- D. Expired from May 1, 2000 through July 23, 2000, then renewed in an "active" status from October 12, 2000 (upon receipt of declaration of compliance with continuing education requirements) through April 30, 2002.
- E. Expired from May 1, 2002 through August 2, 2005, then renewed in an "active" status from August 3, 2005 through April 30, 2006 (upon receipt of declaration of compliance with continuing education requirements).
- F. The Certified Public Accountant Certificate expired on April 30, 2006, has not been renewed, and is currently in a delinquent status.
- 3. On or about May 19, 2006, Paula Murphy, an employee of the Department of Justice, served by Certified and First Class Mail a copy of the Accusation No. AC-2005-35, Statement to Respondent, Notice of Defense, Request for Discovery, and Government Code sections 11507.5, 11507.6, and 11507.7 ("Accusation Package") to Respondent's address of record with the Board, which is 552 Bean Creek Road, Space 54, Scotts Valley, CA 95066. No response of any kind was received from Mr. Dowling, and nothing has been returned by the USPS. On or about June 23, 2006, Ms. Murphy again served, by Certified and First Class Mail,

^{2.} The renewal without required continuing education results in a current but "inactive" license, which does not authorize the practice of public accountancy (Board Rule 80).

the Accusation Package to Respondent's address of record with the Board. Again, no response has been received from Respondent, and nothing has been returned by the USPS. A copy of the Accusation, the related documents, and Declaration of Service are attached as exhibit A, and are incorporated herein by reference.

- 4. Service of the Accusation was effective as a matter of law under the provisions of Government Code section 11505, subdivision (c).
 - 5. Government Code section 11506 states, in pertinent part:
- "(c) The respondent shall be entitled to a hearing on the merits if the respondent files a notice of defense, and the notice shall be deemed a specific denial of all parts of the accusation not expressly admitted. Failure to file a notice of defense shall constitute a waiver of respondent's right to a hearing, but the agency in its discretion may nevertheless grant a hearing."
- 6. No Notice of Defense, nor other response or communication from Respondent has been received.
- 7. Respondent failed to file a Notice of Defense within 15 days after service, on May 19, 2006, upon him of the Accusation, and therefore waived his right to a hearing on the merits of Accusation No. AC-2005-35.
 - 8. California Government Code section 11520 states, in pertinent part:
- "(a) If the respondent either fails to file a notice of defense or to appear at the hearing, the agency may take action based upon the respondent's express admissions or upon other evidence and affidavits may be used as evidence without any notice to respondent."
- 9. Pursuant to its authority under Government Code section 11520, the Board finds Respondent is in default. The Board will take action without further hearing and, based on Respondent's express admissions by way of default and the evidence before it, contained in exhibits A and B finds that the allegations in Accusation No. AC-2005-35 are true, as follows:
- A. Respondent practiced public accountancy without being licensed to do so, at the office address of 1260 41st Avenue #1, Capitola, CA 95010, an office which he maintained for the practice of public accountancy. By his own admission, Respondent has practiced on an almost continuous basis, particularly during "tax season." Respondent prepares approximately

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400-500 income tax returns a year for clients. The dates of unlicensed practice include in or about May and June 2002 and July 2003, as well as unspecified dates each year, known to Respondent but not to Complainant. Respondent also performed at least one compilation report while he was not licensed.

- For renewal period May 1, 2000 through April 30, 2002, Respondent renewed his В. license claiming partial continuing education credit (for continuing education which was required to be completed during the two year period immediately preceding renewal, that is, during the period May 1998 - April 2000). Respondent requested, and was granted, an extension to complete some of the required continuing education including the "PC&E" requirement. Respondent agreed to complete and report the continuing education as directed by the Board, and was granted full practice rights during the period April 30, 2000 to October 30, 2000 as part of the extension process. Respondent's license was subsequently renewed, effective October 12, 2000, when he submitted a listing (he was not requested to provide documentation) of the courses he claimed to have completed which were required for the 80 hours for renewal. However, the PC&E course was not completed, and the date for the licensee to meet the requirement for the PC&E course was moved to the next renewal period (May 1, 2002 - April 30, 2004). Respondent did not file a renewal for that period. Respondent did not fulfill his obligation to report completion of the PC&E requirement and provide documentation to the Board.
- C. Respondent certified, in his completed renewal form (submitted late, in August 2005, which followed successive two-year renewal periods ending April 30, 2002 and April 30, 2004 during which his license was expired and delinquent), that he was renewing his license in an "active" status. His license was renewed. However, he was notified by Board staff that the requisite 80 hours of continuing education (the education should have been completed during the May 2002 April 2004 time period to establish eligibility for the May 2004 April 2006 licensure period) had not been appropriately reported to the Board. Respondent was requested, and failed, to provide copies of his course completion certificates for the courses listed on his renewal application submitted August 2005. To date, Respondent has provided copies of

when he agreed to complete and report the continuing education (PC&E requirement) as required

active license by making a false statement and/or a knowing misrepresentation of a material fact,

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ORDER

IT IS ORDERED that Certified Public Accountant Certificate No. CPA 15737, heretofore issued to Respondent Stanley Wristen Dowling, is revoked.

Pursuant to Government Code section 11520, subdivision (c), Respondent may serve a written motion requesting that the Decision be vacated and stating the grounds relied on within seven (7) days after service of the Decision on Respondent. The agency in its discretion may vacate the Decision and grant a hearing on a showing of good cause, as defined in the statute.

This Decision shall be	ecome effective on _	October 20, 2006	, 2006.
It is so ORDERED _	September 20	, 2006.	
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	Ron Blanc.	President	

FOR THE CALIFORNIA BOARD OF ACCOUNTANCY DEPARTMENT OF CONSUMER AFFAIRS

90041143.wpd

DOJ docket number:SF2005400461

Exhibit A: Accusation No.AC-2005-35, Related Documents, and Declaration of Service

1	BILL LOCKYER, Attorney General of the State of California			
2	JEANNE C. WERNER, State Bar No. 93170			
3	Deputy Attorney General California Department of Justice			
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8	BEFORE THE CALIFORNIA BOARD OF ACCOUNTANCY			
O	DEPARTMENT OF CONSUMER AFFAIRS			
9	STATE OF CALIFORNIA			
10				
10	In the Matter of the Accusation Against: Case No. AC-2005-35			
11				
12	STANLEY WRISTEN DOWLING 552 Bean Creek Road, Space 54 ACCUSATION			
14	Scotts Valley, CA 95066			
13				
14	Certified Public Accountant Certificate No. CPA 15737,			
17	110. CITI 15757,			
15	Respondent.			
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17	Complainant alleges:			
18	PARTIES AND JURISDICTION			
19	1. Complainant Carol Sigmann brings this Accusation under the authority of Section			
20	5100 of the Business and Professions Code, solely in her official capacity as the Executive			
21	Officer of the California Board of Accountancy, Department of Consumer Affairs.			
22	2. On or about October 31, 1970, the California Board of Accountancy issued			
23	Certified Public Accountant Certificate Number CPA 15737 to Stanley Wristen Dowling.			
24	Respondent. The Certificate, now subject to renewal every two years (on May 1 of even-			
25	numbered years) pursuant to Code Section 5070.5, had been renewed, at some time on or before			
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28	1. All statutory references are to the Business and Professions Code unless otherwise indicated.			

March 1989², in an active³ status until its expiration on May 1, 1990. Since that date, the Board's records have reflected the status of the certificate as follows:

- A. Expired (and not valid for practice) from May 1, 1990 through June 4, 1990, then renewed in an "active" status from June 5, 1990 (upon receipt of declaration of compliance with continuing education requirements) through April 30, 1992.
- B. Renewed "active" during the three two-year renewal periods from May 1, 1992 through April 30, 1998.
- C. Expired from May 1, 1998 through June 7, 1998, then renewed in an "active" status from June 8, 1998 (upon receipt of declaration of compliance with continuing education requirements) through April 30, 2000.
- D. Expired from May 1, 2000 through July 23, 2000, then renewed in an "active" status from October 12, 2000 (upon receipt of declaration of compliance with continuing education requirements) through April 30, 2002.
- E. Expired from May 1, 2002 through August 2, 2005, then renewed in an "active" status from August 3, 2005 through April 30, 2006 (upon receipt of declaration of compliance with continuing education requirements).
- F. The Certified Public Accountant Certificate expired on April 30, 2006, has not been renewed, and is currently in a delinquent status.

STATUTES & REGULATIONS

3. <u>Disciplinary Authority/Unprofessional Conduct</u>. This Accusation is brought before the Board under the authority of Sections 5100 of the Business and Professions Code. Section 5100 provides, in relevant part, that, after notice and hearing the Board may revoke, suspend or refuse to renew any permit or certificate granted, or may censure the holder of that

^{2.} The Board's records were transferred to the DCA's centralized computer system in March 1989 and, as a result, the underlying documentation related to the license history is unavailable prior to that date.

^{3.} The renewal without required continuing education results in a current but "inactive" license, which does not authorize the practice of public accountancy (Board Rule 80).

permit or certificate for unprofessional conduct, including:

Section 5100(b) Violation of Section 498 dealing with false statements or omissions in obtaining a certificate as a certified public accountant.

Section 5100(g) Willful violation of the Accountancy Act or of any rule or regulation promulgated by the Board.

- 4. <u>Licensed Practice.</u> As pertinent herein, Code Section 5050 requires that a person be licensed by the Board in order to practice public accountancy in the State of California. Code Section 5051 states in pertinent part that a person shall be deemed to be engaged in the practice of public accountancy if he or she does any of the following:
 - (a) Holds himself or herself out to the public in any manner as one skilled in the knowledge, science, and practice of accounting, and as qualified and ready to render professional service therein as a public accountant for compensation.
 - (b) Maintains an office for the transaction of business as a public accountant.
 - (c) Offers to prospective clients to perform for compensation, or who does perform on behalf of clients for compensation, professional services that involve or require an audit, examination, verification, investigation, certification, presentation, or review of financial transactions and accounting records.
 - (f) Keeps books, makes trial balances, or prepares statements, makes audits, or prepares reports, all as a part of bookkeeping operations for clients.
 - (g) Prepares or signs, as the tax preparer, tax returns for clients.
 - (h) Prepares personal financial or investment plans or provides to clients products or services of others in implementation of personal financial or investment plans.
 - (i) Provides management consulting services to clients.
- 5. Obtaining a License by Misrepresentation. Code Section 498 provides that a licensing board may revoke, suspend, or otherwise restrict a license on the ground that the licensee secured the license by fraud, deceit, or knowing misrepresentation of a material fact or by knowingly omitting to state a material fact.

- 6. Required Observance of Rules. Board Rule 5⁴ requires a licensee to observe Board rules if the licensee is engaged in the types of activities performed by certified public accountants or who renders other professional services which include, but are not limited to, bookkeeping, financial planning, investment planning, tax services and management services.
 - 7. <u>Continuing Education Requirements for Licensee and Active Practice</u>.
- A. Board Rule 87 requires, as a condition of active status license renewal, the completion of at least 80 hours of qualifying continuing education (as described by Rule 87.7, Rule 88, etc.) in the two-year period immediately preceding license expiration. Board Rule 87(g) provides that the violation of Board Rule 87 is cause for discipline under Code Section 5100(g)
- B. Board Rule 89 provides documentation and reporting requirements for a licensee who is required to obtain continuing education as a prerequisite to license renewal. Board Rule 89(k) provides that the willful making of any false or misleading statement, in writing, regarding continuing education constitutes cause for discipline under Code Section 5100(g).
- C. Board Rule 94 provides that the failure, by a licensee engaged in active practice, to comply with the Board's continuing education rules constitutes cause for discipline under Code Section 5100.
- 8. Required Response to Board Inquiry. Board Rule 52 requires a licensee to respond to an inquiry by the board, including making available all files, working papers and other documents requested. Failure to respond to a written inquiry within thirty days constitutes a cause for discipline under Code Section 5100(g).
- 9. <u>Cost Recovery.</u> Code Section 5107 authorizes the Board's recovery of certain costs which result from the investigation and prosecution of specified violations of the Accountancy Act. Section 5107(a) of the Code provides in pertinent part that the executive officer of the Board may request the administrative law judge, as part of the proposed decision in a disciplinary proceeding, to direct any holder of a permit or certificate found guilty of

^{4.} References to sections of Title 16 of the California Code of Regulations will also be referred to herein as "Board rule." Thus, Title 16, California Code of Regulations, section 5 will be referenced as "Board rule 5."

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unprofessional conduct to pay to the Board all reasonable costs of investigation and prosecution of the case, including, but not limited to, attorneys' fees incurred prior to the commencement of the hearing.⁵ A certified copy of the actual costs, or a good faith estimate of costs signed by the Executive Officer, constitute prima facie evidence of reasonable costs of investigation and prosecution of the case.

- 10. Code sections 118(b) and 5109 provide in pertinent part that the suspension, expiration, cancellation, or forfeiture of a license issued by the Board shall not, deprive the Board of its authority to investigate, or to institute or continue a disciplinary proceeding against, a licensee upon any ground provided by law, or to enter an order suspending or revoking the license or otherwise taking disciplinary action against the licensee on any such ground.
- 11. Code section 5000.1 provides as follows: "Protection of the public shall be the highest priority for the California Board of Accountancy in exercising its licensing, regulatory, and disciplinary functions. Whenever the protection of the public is inconsistent with other interests sought to be promoted, the protection of the public shall be paramount."

FOR CAUSES FOR DISCIPLINE

RESPONDENT'S UNLICENSED PRACTICE AND RELATED VIOLATIONS

Unlicensed Practice (Bus. & Prof. Code Section 5100(g)/5050 & 5051)

- 12. As set forth in paragraph 2, beginning with the May 1990 renewal cycle, Respondent's license was expired (and delinquent) for more than three years, that is from May 1, 2002 through August 2, 2005. Respondent was not authorized to practice public accountancy during any time period when his license was not renewed in an "active" status, that is, when he had not met the Board's continuing education requirements.
- 13. Respondent is subject to disciplinary action for unlicensed practice under section 5050 and 5051 in conjunction with 5100(g) in that, during the period his license was expired,

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^{5.} Costs incurred prior to January 1, 2005, are eligible for recovery only if they are related to causes of action specified in Code Section 5107 prior to the amendment effective January 1, 2005.

from May 1, 2002 until its renewal on August 3, 2005, Respondent practiced public accountancy without being licensed to do so, at the office address of 1260 41st Avenue #1, Capitola, CA 95010, an office which he maintained for the practice of public accountancy. By his own admission, Respondent has practiced on an almost continuous basis, particularly during "tax season." Respondent prepares approximately 400-500 income tax returns a year for clients. The dates of practice include in or about May and June 2002 and July 2003, as well as unspecified dates each year, known to Respondent but not to Complainant. Respondent also performed at least one compilation report while he was not licensed.

14. Incorporating by reference the matters alleged in paragraphs 13 and 14, cause exists for discipline of Respondent's license under Code Section 5100(g) in that Respondent was "holding out" and practicing as a licensed accountant as defined by Code Section 5051, in violation of Code Section 5050, during a time when his license was not valid for practice.

Renewal and Practice without Required Continuing Education Failure to Report/Cooperate with the Board (Bus. & Prof. Code Section 5100(g), Board Rules 87, 89, 94 & 52)

15. Under Board Rules 87 and 89, a license may be renewed for a two-year period in an "active" status (valid for practice) if fees are paid and if the licensee has completed, during the two-year period immediately preceding the expiration/renewal date, required continuing education.

MAY 1, 2000 THROUGH APRIL 30, 2002 RENEWAL PERIOD

16. For renewal period May 1, 2000 through April 30, 2002, Respondent renewed his license claiming partial continuing education credit (for continuing education which was required to be completed during the two year period immediately preceding renewal, that is, during the period May 1998 - April 2000). Respondent requested, and was granted, an extension to complete some of the required continuing education including the "PC&E" requirement. Respondent agreed to complete and report the continuing education as directed by the Board, and was granted full practice rights during the period April 30, 2000 to October 30, 2000 as part of the extension process. Respondent's license was subsequently renewed, effective October 12, 2000, when he submitted a listing (he was not requested to provide documentation) of the

courses he claimed to have completed which were required for the 80 hours for renewal. However, the PC&E course was not completed, and the date for the licensee to meet the requirement for the PC&E course was moved to the next renewal period (May 1, 2002 - April 30, 2004). Respondent did not file a renewal for that period. Respondent did not fulfill his obligation to report completion of the PC&E requirement and provide documentation to the Board.

17. Incorporating by reference the matters set forth in paragraph 15 and 16, Respondent's license is subject to discipline in that he failed to comply with the Board's continuing education rules, Rules 87 and 89, while engaged in active practice, in violation of those rules and Board Rule 94, which constitutes cause for discipline under Code Section 5100(g).

MAY 1, 2004 THROUGH APRIL 30, 2006 RENEWAL PERIOD

- 18. Respondent certified, in his completed renewal form (submitted late, in August 2005, which followed successive two-year renewal periods ending April 30, 2002 and April 30, 2004 during which his license was expired and delinquent), that he was renewing his license in an "active" status. His license was renewed. However, he was notified by Board staff that the requisite 80 hours of continuing education (the education should have been completed during the May 2002 April 2004 time period to establish eligibility for the May 2004 April 2006 licensure period) had not been appropriately reported to the Board. Respondent was requested, and failed, to provide copies of his course completion certificates for the courses listed on his renewal application submitted August 2005. To date, Respondent has provided copies of documentation supporting the completion of only 74 hours of continuing education, notwithstanding Respondent's claim that he completed 103 hours toward the 80-hour requirement.
- 19. Incorporating by reference the matters alleged in paragraph 18, Respondent's license is subject to discipline in that he failed to comply with the Board's continuing education rules while engaged in active practice, which constitutes cause for discipline under Board Rules 87(g) and 94 in conjunction with Code Section 5100(g).

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20. Incorporating by reference the matters alleged in paragraph 18, Respondent's license is subject to discipline in that he failed to respond to the Board's repeated inquiries, which constitutes cause for discipline under Board Rule 52 in conjunction with Code Section 5100(g).

Procured License by False Statement or Knowing Misrepresentation (Bus. & Prof. Code Section 5100(b) and Section 498)

- 21. Incorporating by reference the matters alleged in paragraph 16, cause exists for discipline of Respondent's license under Code Section 5100(b) in conjunction with Code Section 498 in that he procured an active license by making a false statement and/or a knowing misrepresentation of a material fact, when he agreed to complete and report the continuing education (PC&E requirement) as required by the Board during the two periods of extension and failed to do so.
- 22. Incorporating by reference the matters alleged in paragraphs 15 and 18, cause exists for discipline of Respondent's license under Code Section 5100(b) in conjunction with Code Section 498 in that he procured an active license by making a false statement and/or a knowing misrepresentation of a material fact, when he asserted, in his application, that he complied with requisite continuing education requirements when he had, in fact, not complied with the requirements.

PRAYER

WHEREFORE, Complainant requests that a hearing be held on the matters herein alleged, and that following the hearing, the California Board of Accountancy issue a decision:

- Revoking, suspending, or otherwise imposing discipline upon Certified Public
 Accountant Certificate Number CPA 15737, issued to Stanley Wristen Dowling;
- 2. Ordering Stanley Wristen Dowling to pay the California Board of Accountancy the reasonable costs of the investigation and enforcement of this case, pursuant to Business and Professions Code section 5107;

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Taking such other and further action as deemed necessary and proper. 3. DATED: May 12, 2006 California Board of Accountancy Department of Consumer Affairs State of California Complainant SF2005400461